JUVENILE INFORMATION GOVERNANCE COMMISSION

REPORT SUBMITTED TO THE MISSOURI GENERAL ASSEMBLY

Juvenile Information Sharing for RSMo. 210.865 Compliance

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CREATION OF THE JUVENILE INFORMATION GOVERNANCE COMMISSION

The Juvenile Information Governance Commission (JIGC) was created in 2001 by the passage of House Bill 236. The Commission is tasked with authorizing categories of information to be shared between executive agencies and juvenile and family divisions of the circuit courts. The JIGC is also charged with providing vision, strategy, and policy approval, as well as oversight for the development and implementation of information sharing in community agencies, law enforcement, and juvenile and family courts. The JIGC has authority to appoint subcommittees to address technical and policy issues associated with information sharing, communication, development, and implementation. House Bill 236 calls for the Commission to be comprised of the following members:

- The Director of the Department of Mental Health
- The Director of the Department of Health and Senior Services
- The Commissioner of Elementary and Secondary Education
- The Director of the Department of Social Services
- The Director of the Department of Social Services Children's Division
- The Director of the Department of Social Services Division of Youth Services
- The State Courts Administrator
- The Superintendent of the Highway Patrol
- The Chief Information Officer of the Office of Information Technology of the Office of Administration
- One judge who hears juvenile cases in a circuit comprised of one county of first classification, appointed by the chief justice of the supreme court
- One judge who hears juvenile cases in a circuit comprised of more than one county, appointed by the chief justice of the supreme court
- One juvenile officer representing a circuit comprised of one county of the first classification, appointed by the chief justice of the supreme court
- One juvenile officer representing a circuit comprised of more than one county, appointed by the chief justice of the supreme court

CREATION OF THE MISSOURI JUVENILE JUSTICE INFORMATION SYSTEM

In September 1998, a Missouri Juvenile Justice Information System (MOJJIS) Task Team was formed as a result of Section 210.865 RSMo[1], which authorized the Office of State Courts Administrator (OSCA) and Departments of Social Services, Mental Health, Elementary and Secondary Education, and Health and Senior Services to coordinate their individual information systems to allow for information sharing and tracking of individual children who have come in contact with, or been provided services by, the courts and such departments.

Though the Task Team met regularly to develop an information sharing system, the creation of the Juvenile Information Governance Commission provided the team the authority necessary to implement a system that would meet the requirements of Section 210.865 RSMo.

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[1] Section 210.865 RSMo was created by the Juvenile Crime Bill.

Specifically, the Task Team worked to create a connection to enable multiple agencies responsible for service to delinquent and neglected youth to share information and to coordinate services. The long-term goal of the connection was the vision of better assessment, intervention, and tracking of juveniles across agency boundaries in order to reduce duplicate services and provide more appropriate treatment during a child's contact with the agency. However, all information received by a court, department, or school district is subject to confidentiality requirements as imposed on the department that originally collected the information.

In October 2001, the award of a Juvenile Accountability Incentive Block Grant (JAIBG) allowed the Task Team to issue a Request for Project Assessment Quotation (RFPAQ) for a technical assessment of issues affecting information sharing. A portion of the JAIBG funds were used to purchase dedicated servers for the Children's Division county offices and computer equipment and e-mail licenses (Lotus Notes) for the Division of Youth Services offices in St. Louis and the northeast region. An additional RFPAQ was issued for the assessment, design, and planning of hardware and software designs for information sharing of previously identified data elements between the Division of Youth Services, Children's Division, Department of Mental Health (DMH), Department of Elementary and Secondary Education, Department of Health and Senior Services, and Office of State Courts Administrator. One issue encountered in this effort was that each agency is very distinct in its procedural and operating processes, and Section 210.865 RSMo provided no guidance in addressing these differences.

Both RFPAQs were awarded to Keane Federal Systems of McLean, Virginia. Keane presented the MOJJIS Task Force with four options for development of a secure information sharing system between the executive branch agencies and the judiciary—manual sharing, leveraged dual-shared area, manual plus pointer index, and pointer index plus full access query. As designed by Keane, each option would build upon the previous option to further develop design.[2]

The work completed in 2001 facilitated the drafting of a Memorandum of Understanding (MOU) for the Administration of the Missouri Juvenile Justice Information System Program and a Cooperative Agreement on Information Sharing Standards and Procedures that included the categories of information to be shared. By the end of August 2002, all department directors or their designee had signed this document, with the exception of the Department of Mental Health who provided a letter of intent.

In January 2002, the Commission approved the categories of information contained in Design Option 3. The Commission also unanimously approved Design Option 3 as the technical application to share juvenile information and authorized a RFPAQ for the design and build along with a cost analysis of Technical Design Option 4. In June, Tier Technologies, Inc. was awarded a contract to build Option 3, a central pointer index system comprised of participation flag indicators based on data already existing in the Common Area at Social Services and the Statewide Repository at OSCA. This secure Web-based system allowed selected users at participating agencies to be given an indicator of participation for any of those agencies/programs that a youth may have been provided services by in the past. This application was tested and piloted in the first quarter of 2003.

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[2] For a review of all four options the reader is directed to the first JIGC report dated January 31, 2001.

Each participating agency designated personnel to be their MOJJIS point of contact. These selected personnel are responsible for performance of sharing duties within each agency. In addition, equipment was purchased to support the MOJJIS secure Web-based application. This included Web servers to handle all inquiry traffic from the users, a core switch to support the Web servers, and a database server to hold information from the Social Services' common area and the OSCA repository. The equipment was built, installed, and loaded with the MOJJIS application. In 2003, the MOJJIS software application was built by Tier Technologies, Inc. and tested by OSCA staff and selected agency/court users. After modifications and corrections, the software was loaded on MOJJIS production equipment.

PILOT OF THE MOJJIS APPLICATION

The MOJJIS application was piloted in September 2003 in the 6th (Platte County), 34th (New Madrid and Pemiscot Counties), 37th (Howell, Oregon, Shannon and Carter Counties), and 42nd (Crawford, Dent, Iron, Reynolds, and Wayne Counties) Judicial Circuits, and also at the Departments of Social Services (Children's Division and Division of Youth Services), Health and Senior Services, and Mental Health. An impact analysis report that discussed the implementation and status of MOJJIS through December 2003 was included with the *Juvenile Information Governance Commission Report to the Missouri General Assembly* dated January 2, 2004.

TRAINING FOR USE OF MOJJIS

The *MOJJIS User Requirements Manual* (completed and presented to the Commission in March 2003) serves as the training manual for all selected personnel who are chosen by their agency to become a certified MOJJIS user. A MOJJIS training and promotional CD created by the Office of State Courts Administrator and the Department of Elementary and Secondary Education contains an introductory video, instructional materials, an instructional video, and a recorded Webinar session. MOJJIS Quick Reference Cards were created and printed by the Office of State Courts Administrator.

ENHANCEMENTS TO THE SYSTEM

A number of enhancements were made to the original design of the system. Secure email features within MOJJIS were enhanced so that program information was provided upon inquiry to another agency and a copy of an email request was created electronically.

When a MOJJIS search was conducted on a juvenile and information returned to the user, a secure email link allowed users the ability to click on the agency link and email that agency. Information about the juvenile was automatically populated in the body of the secure email. If a juvenile court user conducted a search and the information returned included judicial court information, the user could click on the agency link and be directed to secure Case.Net, a secure area of Case.Net that allows juvenile and family court users access to information regarding juveniles. Other enhancements included using specific dates to search in the audit log and allowing users to reset passwords in danger of expiring.

Under the original system, if a child is involved with other agencies' programs, users could view a list of programs but had to contact the agencies for specific information regarding the juvenile. The Commission learned that an updated version, Option 4, was available. Option 4 is designed to electronically provide specific information immediately, eliminating, in most cases, the need for a MOJJIS point of contact in each agency.

The Commission approved proceeding with the assessment and requirements definition of MOJJIS Design Option 4, and Tier Technologies, Inc. was awarded the contract. The functional specifications for Option 4 were identified and in September 2006, the Commission approved proceeding with Option 4 enhancements.

Option IV enhancements included: additional details related to services, the ability to view more detail contact information on the juveniles involved, the information is updated real-time along with real time retrieval of information, and more details are provided regarding juvenile court hearing scheduled and juvenile court outcome.

MOJJIS IV deployment to the participating agencies occurred in two phases, as follows:
- Juvenile Court; Department of Social Services, Children's Division (all but IIHS) and Department of Social Services, Division of Youth Services: Deployed July 28, 2008.
- Department of Health & Senior Services: Deployed December 9, 2008.
- Department of Social Services, Intensive In-Home Services: Deployed December 9, 2008.

USE OF MOJJIS

By the end of 2004, approximately 410 judicial staff was certified as MOJJIS users with a total of 21 judicial circuits participating in MOJJIS data contribution, and 3 judicial circuits with inquiry access only.[3] By the end of 2005, there were 408 certified judicial users with a total of 36 judicial circuits participating in data contribution. Use of MOJJIS by certified judicial users in 2008 was 365, with the number of users from all agencies now approximately 668. All forty-five judicial circuits now contribute data to MOJJIS.

By the end of 2004, there were more than 1.5 million juvenile names and 3.5 million records of participation within the MOJJIS database.[4] Data in MOJJIS was being refreshed weekly by the State Data Center at a cost of approximately $200.00 per month. By the end of 2005, more than 1.6 million juvenile names and 3.6 million records of participation were within the MOJJIS database. In January 2006, the juvenile and family court in Jackson County began contributing data to the system. The Department of Social Services Children's Division, Family Support Division, and Division of Youth Services continued contributing data along with the Department

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[3] When judicial circuits implement the Judiciary's case-management system—the Justice Information System (JIS)—they begin contributing data to MOJJIS. Juvenile data contribution is statewide from the Department of Social Services Children's Division, Family Support Division, and Division of Youth Services, and the Department of Health and Senior Services.

[4] Each time a juvenile becomes involved with a participating agency, a record of participation is created.

of Health and Senior Services. The Department of Mental Health provides a contact person that allows users to make a secure inquiry, transmit releases, if needed, and receive information.

In July 2008, the new version of MOJJIS was deployed which provided real-time access to Juvenile information maintained by the Judiciary, Department of Health and Human Services and Department of Social Services. The number of juvenile case records has doubled since 2005 to more than 7 million records. Below is the count of juvenile case record information * maintained in each for the participating MOJJIS agencies.

Judiciary	134,344
Department of Health and Human Services	1,573,126
Department of Social Services	5,332,470
Total Records	7,039,940

* Note: Since MOJJIS data is now accessed real-time from the host agency, many of the juveniles that are maintained at one agency may also be maintained by another agency, if not all three. In addition, due to the enhanced version, the total number of individual juvenile names (unduplicated count) is no longer available.

The monthly cost is still approximately $150.00 per month.

The number of MOJJIS inquiries has increased steadily from Calendar Year 2004 to 2008 as use of the system expanded to all 45 circuits (Table 2). As a result, 17,092 youth were immediately identified as known to one of the partnering agencies in 2008; an increase of 4,452 more youth than identified in 2005 (first full year of data collection).

Table 2				
Year	Total # of Inquiries per Calendar Year	Hits	No Hits	Hit Rate
2004	4,644	3,759	885	80.94%
2005	17,153	13,540	3,613	78.94%
2006	18,824	14,406	4,418	76.53%
2007	19,780	15,401	4,379	77.86%
2008	21,605	17,092	4,513	79.11%

FEEDBACK FOR MOJJIS

Feedback about the use of MOJJIS from juvenile officers has provided valuable insight into how the system benefits users. MOJJIS provides a quick, easy way for users to find information such as date of birth, social security number, and department client number, which is not included in law enforcement reports. MOJJIS assists deputy juvenile officers in completing risk assessments because officers can see from the report if a youth has a prior history of abuse and neglect, something the parent often neglects to report. The deputy juvenile officer can inquire of the parent or of the local Children's Division office for specifics about prior cases that show up on the MOJJIS report. MOJJIS provides missing information such as dates of birth for children referred to the juvenile office, parent's names, and parents' dates of birth, which saves a juvenile officer from having to track down this information by another method. MOJJIS information is used to determine what services a family may have received to determine the need for compliance with reasonable efforts to prevent removal of the child. MOJJIS provides more accurate information about a child for input into JIS and it identifies the other agencies that have

had contact with the child and can provide background information that otherwise may not be received.

FUTURE DEVELOPMENTS

The following future enhancements to MOJJIS IV are planned and will be scheduled but are currently dependant upon funding sources and agencies' capabilities.

Department of Mental Health
Will provide real-time access to data within their system when its development is complete. This data could include the following information about a juvenile:
- Currently receiving mental health services.
- Historically received mental health services.
- The classification level of the services received (Outpatient, Inpatient or Residential).
- Diagnosis of the primary basis for services.
- Parent information.
- Contact information of the current case manager coordinating the benefits for the juvenile.

Department of Elementary and Secondary Education
Will provide real-time access to data within its system when its development is complete. This data may include the following information about a juvenile:
- School District and School Attending.
- Attendance records.
- Parent information.
- Courses taken and grades.
- Special programs.

Department of Social Services
    Family Support Division, Child Support, FAMIS programs
Will provide real-time access to data within their system when its development is complete. This data could include the following information about a juvenile:
- Child Support and Order information. (Child Support)
- Custodial and Non-Custodial parent information. (Child Support)
- Paternity information. (Child Support)
- Information on family assistance provided. (FAMIS)
- Household members receiving assistance. (FAMIS)
- Address history. (FAMIS)